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Navy personnel with in-service criminal records: characteristics of offenders and career implications

Lake, Miguel A.

Monterey, California. Naval Postgraduate School

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THESIS

NAVY PERSONNEL WITH IN-SERVICE CRIMINAL RECORDS: CHARACTERISTICS OF OFFENDERS AND CAREER IMPLICATIONS

by

Miguel A. Lake

December 1996

Thesis Advisor:	Mark J. Eitelberg
Associate Advisor:	Eli S. Flyer

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ABSTRACT *(maximum 200 words)*

National attention has been focused on the criminal offenses of Navy members while on active duty. This is due to recent incidents such as the rape of a young woman in Okinawa and the discovery of a military drug ring in Europe. Little is known about the characteristics of individuals who engage in criminal activity while on active duty or the effects of a member's criminal acts on his or her retention in the naval service. This thesis seeks to gain information on the characteristics of in-service offenders and to assist in designing improved enlistment standards and/or improved retention criteria. The Navy Enlisted Cohort file was merged with a Navy Criminal Investigations Service (NCIS) data file of enlisted personnel with serious in-service criminal investigations. The merged files were used to compare two groups of enlisted personnel: persons with serious in-service criminal investigations and the population of enlisted personnel without serious in-service criminal records. The study found: 1) offenders are considerably more likely to be discharged for failure to meet minimum behavioral performance criteria than for the offenses they commit; and 2) current enlistment screening methods are not effective in identifying future in-service offenders. The study recommends that a consolidated database be developed to incorporate all information on in-service criminal activity. The database should include cases of Command Court Martial, detainment and arrest by Base Police, and cases adjudicated by civilian authorities as well as cases that are NCIS reportable.

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NAVY PERSONNEL WITH IN-SERVICE CRIMINAL RECORDS: CHARACTERISTICS OF OFFENDERS AND CAREER IMPLICATIONS

Miguel A. Lake
Lieutenant, United States Navy
B.S., Texas A&M University, 1988

Submitted in partial fulfillment of the
requirements for the degree of

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Author: ███████████████████████████
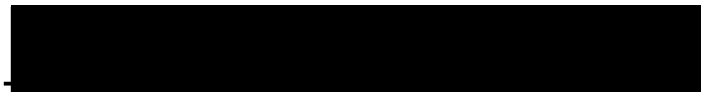
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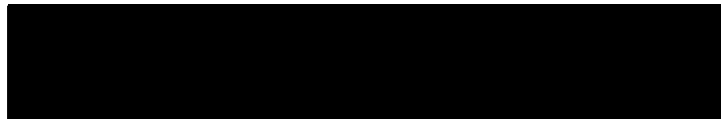
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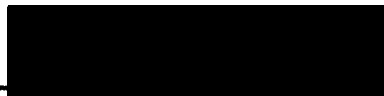
Eli S. Flyer, Associate Advisor

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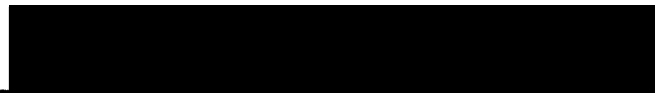
Reuben Harris, Chairman
Department of Systems Management

ABSTRACT

National attention has been focused on the criminal offenses of Navy members while on active duty. This is due to recent incidents such as the rape of a young woman in Okinawa and the discovery of a military drug ring in Europe. Little is known about the characteristics of individuals who engage in criminal activity while on active duty or the effects of a member's criminal acts on his or her retention in the naval service. This thesis seeks to gain information on the characteristics of in-service offenders and to assist in designing improved enlistment standards and/or improved retention criteria. The Navy Enlisted Cohort file was merged with a Navy Criminal Investigations Service (NCIS) data file of enlisted personnel with serious in-service criminal investigations. The merged files were used to compare two groups of enlisted personnel: persons with serious in-service criminal investigations and the population of enlisted personnel without serious in-service criminal records. The study found: 1) offenders are considerably more likely to be discharged for failure to meet minimum behavioral performance criteria than for the offenses they commit; and 2) current enlistment screening methods are not effective in identifying future in-service offenders. The study recommends that a consolidated database be developed to incorporate all information on in-service criminal activity. The database should include cases of Command Court Martial, detainment and arrest by Base Police, and cases adjudicated by civilian authorities as well as cases that are NCIS reportable.

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I. INTRODUCTION

A. PROBLEM

National attention has been focused on the criminal offenses of Navy members while on active duty. This is partly due to recent incidents such as the rape of a young woman in Okinawa and the discovery of a military drug ring in Europe. Little is known about the characteristics of individuals who engage in criminal activity while on active duty or the effects of a member's criminal acts on his or her retention in the naval service. A study of criminal activity in the Navy can contribute to an understanding of the types of service members who are likely to commit a crime and how the Navy deals with offenders. The long-term benefits of the research may be the development of improved standards regarding the enlistment of individuals who have prior records of criminal activity and more effective policies for discharging personnel who commit criminal acts while in service. The research may also lead to a better understanding of how a service member's criminal activity can be used as a measure of adjustment to military life.

B. PRIMARY OBJECTIVE AND METHODOLOGY

The primary objective of this thesis is to gain information on the characteristics of Navy personnel who commit criminal acts while on active duty. It is hoped that

this information will help to fill the gap in our current understanding of in-service offenders and assist in developing improved standards for enlistment and retention..

This analysis examines all personnel who entered the United States Navy between fiscal years 1981 and 1991. Although attrition is discussed to a limited extent, the main focus is on comparing personnel who had a Navy Criminal Investigative Service (NCIS) in-service criminal investigation with those who did not.

C. SUMMARY OF CHAPTERS

This thesis is organized into five chapters. The next chapter reviews a limited collection of studies on in-service criminal behavior. Chapter III describes the population and data sources used in the study. The findings are then presented in Chapter IV. Chapter V provides a brief summary, conclusions and recommendations based on the findings of the analysis.

II. LITERATURE REVIEW

Relatively little research has looked at Navy personnel who commit crimes while in active-duty service. Several studies have examined the relationship between an individual's pre-service arrest history and his or her later discharge from the military for unsuitable behavior. The identification of a pre-service arrest history in these studies may come from one or more sources: background investigations, moral waivers, Entrance National Agency Checks (ENTNACs), and even self-reported information provided during basic training.

In 1965, an analysis was conducted that involved investigating data for about 13,000 Air Force enlisted personnel with derogatory background investigations.[1] About half of the group studied had a pre-service arrest history, and a number of analyses were undertaken to determine the relationship between a person's behavior in service and his or her prior history of criminal activity. The study found that there was an increased rate of unsuitability discharges for recruits with multiple, concealed, or more serious arrest history records.

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[1] Flyer, E.S., *An Empirical Analysis of Derogatory Background Investigations Data for Air Force Enlisted Personnel*, Lackland Air Force Base, TX: Personnel Research Laboratory. January 1966 (Staff Study).

A 1985 study added to findings from the 1965 effort using a sample of about 3,500 Navy recruits who had entered service with a non-traffic arrest history. [2] As in the 1965 study, Navy recruits who had an arrest history, and particularly those charged with multiple and more serious offenses, were more likely than other recruits to be discharged from service for unsuitability.

Four additional studies conducted in the 1980s have investigated the relationship between moral waivers and a recruit's likelihood of discharge for unsuitability. These studies are: Means,1983[3]; Lang and Abrahams, 1985,[4]; Fitz and McDaniel, 1988 [5]; and Wiskoff and Dunipace, 1988 [6]. Each of these studies showed that there was a positive relationship between moral waivers for arrests and unsuitability discharge from military service. There was generally a 30 percent increase in the unsuitability discharge rate for recruits who admitted to a pre-service arrest over the rates for other recruits.

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[2] Flyer, E.S., *Pre-service Offenses and First-Term Attrition: A Pilot Study Involving Navy Male Recruits*, Report to the Naval Postgraduate School. August 1985.

[3] Means, B.S., *Moral Standards for Military Enlistment: Screening Procedures and Impact*, FR-PRD-183-26. Alexandria, VA: Human Resources Research Organization. November 1983.

[4] Lang, D.A. and Abrahams, N.M., *Marine Corps Enlistment Standards: Trends and Impact of Waivers*, TR-85-26. San Diego, CA: Navy Personnel Research and Development Center. July 1985.

[5] Fitz, C.C. and McDaniel, M.A., *Moral Waivers as Predictors of Unsuitability Attrition in the Military*, TR-88-006. Monterey, CA: Defense Personnel Security Research and Education Center. December 1988.

[6] Wiskoff, M.F. and Dunipace, N.E., *Moral Waivers and Suitability for High Security Military Jobs*, TR-88-011. Monterey, CA: Defense Personnel Security Research and Education Center. December 1988.

In 1990, Flyer compared two sources of arrest information--moral waivers and ENTNAC outcomes.[7] The study also compared the number of recruits who enlisted with an arrest history in each of the armed services, and analyzed the relationship between a recruit's pre-service arrest and his or her unsuitability discharge from the military.

The 1990 study found that pre-service offenses were more likely to be found through the moral waiver process than through the ENTNAC Federal Bureau of Investigation (FBI) file search. About 10 percent of all new recruits were required to obtain a moral waiver to enlist, compared with less than half that amount identified through FBI records.

The 1990 study also found that the Navy was more likely than other services to accept recruits who admitted to having a criminal record. Over 15 percent of Navy recruits had an arrest-related moral waiver, compared with a defense-wide average of 10 percent and an Air Force average of just 4 percent. The study concluded that the differences between services were likely due to differences in pressure on recruiters to fill enlistment quotas.

Finally, this study found that differences in unsuitability discharge rates between recruits with a pre-service arrest history and other recruits continued even

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[7] Flyer, E.S., *Characteristics and Behavior of Recruits Entering Military Service with an Offense History,* Monterey. CA: Defense Manpower Data Center. October 1990.

after controlling for factors such as educational level, Armed Forces Qualification Test (AFQT) score, gender, and age-at-enlistment. This implied that there may be a basis for considering a person's pre-service arrest history as another indicator of recruit quality.

In a later study, Flyer used descriptive statistics to evaluate data from the Defense Manpower Data Center (DMDC) and the Defense Central Index of Investigations (DCII) and on a population of Army enlisted personnel who enlisted during Fiscal years 1982 through 1987 who had in-service criminal investigations that led to "probable cause" determinations during their first four years of service. Flyer found that undesirable behavior during military service does not necessarily result in an unsuitability discharge. The study also concluded that more complete automated in-service offender records should be maintained and that access to hard-copy records is necessary to better understand criminal behavior during military service. [8]

A 1994 study by Flyer revealed that 28 percent of men and 15 percent of women among Army career enlisted personnel had a record of one or more in-service criminal offenses that led to a determination of probable cause. This study also found that the rate of offenses tend to be higher among black soldiers than among their non-black counterparts and that soldiers with lower scores on the AFQT and lower

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[8] Flyer, E. S. 1993. "Inservice Criminal Behavior: Another Measure of Adjustment to Military Life," paper presented at 101st Annual Convention of the American Psychological Association, Toronto, August. P.11.

educational levels are more likely to commit crime while in service. These findings held true for both male and female soldiers. In addition, the study found a high correlation between moral waivers (at enlistment), ENTNACs, and pre-service and in-service criminal activities. Finally, the study determined that the higher a soldier's grade level, the less likely he or she was to have an Army criminal record. [9]

In 1995, Flyer conducted a study that linked adult and juvenile arrest records for Florida, Illinois, and California with military personnel and investigative records. The study found that more than 30 percent of military recruits who enlist from these three states have an adult or juvenile arrest record. Additionally, the moral waiver and ENTNAC processes were less than 50 percent efficient at identifying recruits with an arrest history. Further, recruits with a criminal conviction experienced the same rate of first-term attrition from the military, as their counterparts that had no convictions. First-term attrition rates were highest for recruits with a history of multiple arrests or those charged with serious offenses. [10]

Flyer concluded in the 1995 study that most recruits with an arrest history do not go through a moral waiver process at the time of their enlistment, and they fail to be identified through the ENTNAC process. Since recruits with a pre-service arrest

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[9] Flyer, E. S. 1994. "Army Career Enlisted Personnel with Inservice Criminal Records," paper for the Office of the Deputy Undersecretary for Defense (Requirements and Resources), February.

[10] Flyer, E. S., "Recruits With a Preservice Arrest History: Identification, Characteristics, and Behavior on Active Duty," Contract Number DAAL03-91-C-0034, Directorate for Accession Policy, Office of the Assistant Secretary of Defense, February 1995.

history have an increased likelihood of being discharged from the military for unsuitability, a person's pre-service involvement with the law should be evaluated during the enlistment screening. Flyer suggested that the moral waiver process could be improved with a system to better identify individuals who have been arrested prior to service entry. An improved process to identify military applicants with an arrest record, coupled with a requirement for a moral waiver, would likely help to lower the first-term attrition rates for unsuitability.

Frabutt examined the relationship between a Navy recruit's pre-service legal history and his or her probability of being discharged for unsuitability in a 1996 Master's thesis at the Naval Postgraduate School.[11] Frabutt focused exclusively on Navy personnel who were identified by the state of California as having been arrested or convicted of a crime prior to enlistment. The results suggested that a significant portion of unsuitability attrition from the Navy was linked to the enlistment of personnel with a pre-service arrest record. Frabutt's research also determined that many recruits with a pre-service arrest history failed to receive a moral waiver that matched the offense they had committed.

In-service criminal activity and its effects on recruiting, retention, and attrition are relatively new areas of research for the military, brought to the forefront of policy

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[11] Frabutt, Anthony W., "The Effects of Pre-Service legal Encounters on First-Term Unsuitability Attrition in the U.S. Navy," Monterey, CA, Naval Postgraduate School, March 1996.

analysis by recent events. Nevertheless, the limited amount of research on pre-service and in-service criminal activity, as well as the moral waiver process, strongly suggests that there is a link between a person's pre-service arrest history and his or her performance in the military.

III. POPULATION AND DATA SOURCES

The data for this research were gathered by merging the Military Entrance Processing Stations (MEPSs) cohort files for fiscal years 1981 through 1991 with a Naval Criminal Investigative Service (NCIS) file of enlisted personnel with serious in-service criminal investigations. The Defense Manpower Data Center (DMDC) in Monterey, California maintains the MEPS cohort files and assisted by merging the databases. The resulting merged file was then separated into two subsets based on a person's in-service record (or non-record) of criminal activity. One subset of the file contained in-service criminal records and background information for personnel who had an in-service investigation. A second, much larger subset of the file was created for service members who had no serious in-service investigations.[12] Each of these subset files was restricted to include only active-duty enlisted personnel in the Navy. The databases were then examined to determine if there were sufficient numbers to permit an analysis separately for men and women. The gender composition of the two populations--Offender and Non-Offender--shown in Table 1. As seen here, the composition of the two populations by gender is similar, with men accounting for about 91 percent of offenders and 88 percent of the non-offenders. Consequently, a comparison of men and women is included as part of the analysis.

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[12] Records of less serious criminal investigations conducted by Navy Base Police were not available for study.

Within the total population of 729,659 personnel, there were 20,714 offenders and 708,945 non-offenders. As shown in Table 2, within the offender population 70.5 percent of the men were white, 25.4 percent were black, and 4.1 percent were of some other race. The female offender population was 68.4 percent white, 27.2 percent black and 4.3 percent other. In contrast, whites accounted for 80 percent of the male non-offender population, along with 15.2 percent black, and 4.7 percent from other racial categories. The racial composition of non-offender women was 73.4 percent white, 22.3 percent black, and 4.3 percent other.

Table 1. Navy In-Service Offender and Non-Offender populations by Gender

| GENDER | Offender | | Non-Offender | |
	Number	Percent	Number	Percent
Male	18,819	90.9	623,157	87.9
Female	1,895	9.1	85,788	12.1
TOTAL	20,714	100.0	708,945	100.0

Source: Derived from a special database developed by DMDC.

Table 2. Percent Distribution of Navy In-Service Offenders
and Non-Offenders by Race and Gender

Race	Male		Female	
	Offender	Non-Offender	Offender	Non-Offender
White	70.5	80.0	68.4	73.4
Black	25.4	15.2	27.2	22.3
Unknown	0.0*	0.1	0.0*	0.1
Other	4.1	4.7	4.3	4.3
TOTAL	100.0	100.0	100.0	100.0

*Note: Less than 0.05 percent
Source: Derived from a special database developed by DMDC.

Each of the two populations was then examined using SAS procedures and cross tabulations to determine race, AFQT categories, marital status, Entrance National Agency Checks (ENTNACs) data, Expanded Entrance National Agency Checks (Expanded ENTNACs), waivers at enlistment, and Interservice Separation Codes (ISCs). The results of this analysis are described in Chapter IV. data, and Interservice Separation Code (ISC) data.

IV. FINDINGS

This chapter examines the results of the descriptive statistics obtained through the use of SAS cross-tabulations. It reviews several characteristics common to both offenders and non-offenders and is examined by both gender and race. These characteristics include AFQT categories, education, marital status, reasons for separation, ENTNAC, expanded ENTNAC, and waivers. The chapter concludes with an examination of the In-Service Offense codes by gender for the offender data file.

A. ARMED FORCES QUALIFICATION TEST (AFQT) CATEGORY

Applicants for enlistment are required to meet specific aptitude standards determined by each of the separate military services.. These standards are based on a large body of research that has been conducted over the past 40 years linking aptitude test scores with a person's trainability, job performance, and general likelihood of successful service in the military. Minimum score requirements on the AFQT vary according to the applicant's educational level, another strong indicator of adaptability to military service.

The United States Navy strives to recruit as many high-scoring applicants on the AFQT as possible; and as few as possible applicants with AFQT scores below the 50th percentile (below AFQT category III a). The largest percentage of the non-offender population (35 percent), as seen in Table 3, scored in AFQT category II at the time of enlistment. In contrast, the largest proportion of offenders—almost 33

percent – scored in AFQT category IIIb, below the 50th percentile, when they entered the Navy. Slightly over 36 percent of female personnel who had a criminal investigation were in AFQT Category III b, along with 32 percent of male offenders.

Table 3. Percent Distribution of Navy In-Service Offenders and Non-Offenders by AFQT Category and Gender

AFQT	Male		Female		Total	
Category	Offenders	Non-Offenders	Offenders	Non-Offenders	Offenders	Non-Offenders
I	3.8	5.7	3.6	4.1	3.7	5.5
II	29.8	**35.0**	30.0	**32.5**	29.8	**34.7**
III a	22.3	20.7	26.2	26.0	22.6	21.4
III b	**32.1**	27.6	**36.3**	32.3	**32.6**	28.1
IV	11.6	9.3	3.9	3.4	10.9	8.5
Unknown	0.4	1.7	0.0	1.7	0.4	1.8
ALL	100.0	100.0	100.0	100.0	100.0	100.0

Source: Derived from a special database developed by DMDC.

Table 4 shows that the largest proportion of white offenders (almost 37 percent) and non-offenders (40 percent) scored in AFQT category II. At the same time, the largest proportion of blacks and persons of other races--regardless of offender status–scored in AFQT category III b. The exception to this trend appears among persons of unknown race, where most offenders were found in AFQT categories III a and IV, and the largest percentage of the non-offenders were in AFQT categories II and III b.

Table 4. Percent Distribution of Navy In-Service Offenders
and Non-Offenders by AFQT Category and Race

Mental Category	White		Black		Other		Unknown	
	Offenders	Non-Offenders	Offenders	Non-Offenders	Offenders	Non-Offenders	Offenders	Non-Offenders
I	5.0	6.7	0.6	0.9	1.8	2.7	0.0	4.2
II	36.6	39.5	12.2	14.5	22.6	22.5	16.7	32.1
III a	24.6	22.2	18.2	18.7	17.7	17.4	33.3	26.2
III b	27.5	24.4	46.5	45.5	33.8	31.3	16.7	28.5
IV	6.3	6.0	22.5	19.5	15.2	13.6	33.3	5.6
Unknown	0.0	1.3	0.0	0.9	9.0	12.5	0.0	3.4
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: Derived from a special database developed by DMDC.

B. EDUCATION

As with aptitude, applicants for enlistment are required to meet specific educational standards to qualify for military service. Again, these standards are based on years of research conclusively demonstrating the connection between a person's educational level and his or her likelihood of successful military service during a first term enlistment. Educational level is thus used as both a standard for enlistment and an indicator of recruit quality.

Table 5 shows the distribution of the two populations by their level of education at the time of enlistment. As seen here, the vast majority of both offenders and non-offenders were high school graduates when they first entered the Navy. In fact, it is interesting to note relatively minor variation in education level within the male and female groupings. Almost 80 percent of male offenders were high school graduates—just about 3 percentage points less than among male non-offenders. At the same time, the proportions of female offenders and non-offenders who were high school graduates are roughly equal 88 percent.

Table 5. Percent Distribution of Navy In-Service Offenders and Non-Offenders
at Service Entry by Education and Gender

Education	Male		Female		Total	
	Offenders	Non-Offenders	Offenders	Non-Offenders	Offenders	Non-Offenders
1yr Elementary - 2 yrs High School	5.0	3.6	0.1	0.1	4.5	3.1
3 or 4 yrs High School Completed (no Diploma or G.E.D.)	4.0	3.1	0.1	0.2	3.7	2.8
HIGH SCHOOL G.E.D.	7.5	5.2	2.7	2.1	7.1	4.8
HIGH SCHOOL DIPLOMA	78.9	82.7	87.5	88.0	79.7	83.4
Some College	3.0	3.6	7.1	6.9	3.4	4.0
College Graduate	0.6	0.9	1.9	1.9	0.7	1.0
Alternate Credential	0.8	0.8	0.6	0.7	0.8	0.8
Unknown	0.1	0.1	0.2	0.1	0.2	0.1
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0

Source: Derived from a special database developed by DMDC.

Table 6 shows the educational distributions of the offender and non-offender populations by race. The data indicate that 86 percent of black offenders were high school graduates, compared with 77 percent of white offenders and approximately 80 percent of persons from other races. All of the offenders with an unknown racial background had a high school diploma. As found in the analysis by gender, relatively little variation is seen in the distribution of offenders and non-offenders within the separate races. The largest difference among persons with a known race occurs for whites, where 77 percent of offenders were high school graduates, compared with about 82 percent of non-offenders (a difference of 5 percentage points).

Table 6. Percent Distribution of Navy In-Service Offenders and
Non-Offenders at Service Entry by Education and Race

Education

	White		Black		Other		Unknown	
	Offenders	Non-Offenders	Offenders	Non-Offenders	Offenders	Non-Offenders	Offenders	Non-Offenders
1 yr Elementary - 2 yrs High School	5.7	3.6	1.6	1.3	3.2	1.9	0.0	1.7
3 or 4 yrs High School Completed (no Diploma or G.E.D.)	4.3	3.1	2.1	1.7	2.3	1.7	0.0	2.5
HIGH SCHOOL G.E.D.	8.0	5.2	4.5	2.8	7.7	4.3	0.0	2.0
HIGH SCHOOL DIPLOMA	77.3	82.3	86.3	88.3	79.0	83.5	100.0	84.5
Some College	3.2	3.9	3.6	3.8	6.6	6.2	0.0	7.0
College Graduate	0.7	1.0	0.9	1.2	0.2	1.4	0.0	1.4
Alternate Credential	0.7	0.8	0.9	0.8	1.0	0.9	0.0	0.9
Unknown	0.1	0.1	0.1	0.1	0.0	0.1	0.0	0.0
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: Derived from a special database developed by DMDC

C. MARITAL STATUS

Over 90 percent of both offenders and non-offenders, regardless of gender
(Table 7), were single with no children when they enlisted in the Navy. At the same
time, similar proportions of offenders and non-offenders were found across the other
categories of marital and dependent status. A total of 4.9 percent of male offenders
were married, compared with 8.4 percent of male non-offenders. Approximately 7.0
percent of female offenders were married, compared with 8.4 percent of their non-
offender counterparts.

Table 7. Percent Distribution of Navy In-Service Offenders
and Non-Offenders by Marital Status and Gender

Marital Status-Dependents	Male		Female		Total	
	Offender	Non-Offender	Offender	Non-Offender	Offender	Non-Offender
Single-0	93.6	90.3	91.8	90.1	93.5	90.3
Single-1	1.2	1.0	1.0	1.2	1.2	1.1
Single-2	0.3	0.3	0.2	0.3	0.3	0.3
SUBTOTAL SINGLE	95.1	91.6	93.0	91.6	94.9	91.6
Married-0	0.6	0.7	1.3	1.2	0.7	0.8
Married-1	1.8	2.1	3.1	3.4	1.9	2.2
Married-2	2.0	2.2	2.3	2.0	2.1	2.1
Married-3	0.3	0.4	0.2	0.3	0.3	0.4
Married-4	0.1	0.0	0.1	0.0	0.1	0.1
Other	0.1	3.0	0.0	1.5	0.1	2.8
SUBTOTAL MARRIED	4.9	8.4	7.0	8.4	5.1	8.4
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0

Source: Derived from a special database developed by DMDC.

Table 8 shows the marital status and number of dependents for offenders and non-offenders by race. As seen here, white offenders had a tendency to be either single with no children (93.5 percent), married with one child (2.1 percent), or married with two children (2.1 percent). Black Offenders were either single with no children (93.5 percent), married with two children (2.0 percent), or single with one child (1.8 percent). Personnel who had committed offenses and reported being of another racial background tended to be either single with no dependents (93.0 percent), or married with one child (2.7 percent). These distributions of personnel by marital and dependent status are likely similar because of the young age of new recruits and Navy regulations that discourage the enlistment of married persons.

Table 8. Percent Distribution of Navy In-Service Offenders
and Non-Offenders by Marital Status and Race

Marital Status-Dependents	White		Black		Other	
	Offender	Non-Offender	Offender	Non-Offender	Offender	Non-Offender
Single-0	93.5	90.2	93.5	91.0	93.0	90.1
Single-1	0.9	0.8	1.8	2.4	1.1	0.7
Single-2	0.2	0.2	0.4	0.4	0.1	0.2
SUBTOTAL SINGLE	94.6	91.2	95.7	93.7	94.2	91.1
Married-0	0.7	0.8	0.6	0.8	1.0	1.0
Married-1	2.1	2.4	1.4	1.4	2.7	3.1
Married-2	2.1	2.2	2.0	1.9	1.8	3.0
Married-3	0.3	0.4	0.2	0.2	0.2	0.4
Married-4	0.1	0.1	0.1	0.0	0.1	0.1
Other	0.1	3.0	0.1	2.0	0.0	1.5
SUBTOTAL MARRIED	5.4	8.8	4.3	6.3	5.8	8.9
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0

Source: Derived from a special database developed by DMDC

D. REASONS FOR SEPARATION

Unsuitability discharges include personnel separated from the military prior to completion of their first term of enlistment under Interservice Separation Codes (ISCs) 60 through 87 and 101-102. The Department of Defense defines these codes, and they indicate the primary reason for separation from the military.

Table 9 shows that over 20 percent of men and women, regardless of being an offender or non-offender, were recommended for "immediate reenlistment." Almost 27 percent of the men and more than 28 percent of the women who had in-service criminal offenses were released from active service with a discharge that was not

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characterized as a failure to meet minimum behavioral or performance criteria. For example, 18.3 percent of the male offenders were discharged at the expiration of their term of service and 21.1 percent of the women who had in-service criminal investigations were likewise allowed to serve to the end of their terms. As a matter of fact, the Navy only discharged 65.6 (26.9 + 38.7) percent of the male offenders and 59.8 (28.4 + 31.4) percent of the female offenders who had committed an in-service criminal act. This compares with 56.4 (36.5 + 19.9) percent of male non-offenders and 45.6 (32.1 + 13.5) percent of female non-offenders who were discharged sometime during or after their first enlistment. Approximately 20 percent of the male non-offenders and 13.5 percent of the female non-offenders had an ISC for failure to meet minimum behavioral and performance criteria. At the same time, 25 percent of the men and almost 24 percent of the women served until the expiration of their term of service.

As expected, the largest segment of separations for failure to meet minimum behavioral and performance criteria were due to drug offenses in both the offender and non-offender populations. This included nearly 12 percent of male offenders, compared with 4 percent of male non-offenders. Nearly 11 percent of female offenders were discharged for homosexuality, as opposed to less than 1 percent of their non-offender counterparts. Relatively large proportions of male and female offenders were also discharged for discreditable incidences (8 percent of men and 3

percent of women) as well as for the "commission of a serious offense" (8percent of men and 4 percent of women). It should be further noted in Table 9 that the discharge rate for behavioral or performance failure was twice as high among male offenders (39 percent) than among male non-offenders (20 percent); and more than twice as high among female offenders (31 percent) than for their non-offender counterparts (just under 14 percent).

Table 9. Percent Distribution of Navy In-Service Offenders and Non-Offenders by Reason for Discharge and Gender

Reason for Separation*	Male		Female	
	Offenders	Non-Offenders	Offenders	Non-Offenders
RELEASE FROM ACTIVE SERVICE	**26.9**	**36.5**	**28.4**	**32.1**
Expiration of Term of Service	18.3	25.4	21.2	23.6
Early Release - Insufficient Retainability	4.5	5.3	3.0	3.4
Early Release - In the National Interest	0.0	0.1	0.0	0.0
Early Release - OTHER (Including RIF/VSI/SSB)	4.1	5.7	4.2	5.1
FAILURE TO MEET MINIMUM BEHAVIORAL AND PERFORMANCE CRITERIA	**38.7**	**19.9**	**31.4**	**13.54**
Character or Behavior Disorder	1.0	2.6	1.5	3
Motivational Problems (Apathy)	0.0	0.1	0.0	0.2
Enuresis	0.0	0.0	0.0	0.0
Inaptitude	0.0	0.0	0.0	0.0
Alcoholism	0.7	0.7	0.5	0.5
Discreditable Incidences (Civilian or Military)	7.8	3.5	3.4	0.8
Shirking	0.0	0.0	0.0	0.0
Drugs	**11.6**	**4.03**	6.4	1.4
Financial Irresponsibility	0.0	0.0	0.0	0.0
Lack of Dependent Support	0.0	0.0	0.0	0.0
Unsanitary Habits	0.0	0.0	0.0	0.0
Civil Court Conviction	0.9	0.1	0.3	0.0
Security	0.0	0.0	0.0	0.0
Court Martial	1.6	0.4	0.5	0.1
Fraudulent Entry	0.7	1.4	1.1	0.7
AWOL, Desertion	0.0	0.0	0.0	0.0
Homosexuality	4.0	0.5	**10.7**	0.7
Sexual Perversion	0.0	0.0	0.0	0.0
Good of the Service (In Lieu of Court Martial)	1.4	0.5	1.7	0.2
Juvenile Offender	0.0	0.0	0.0	0.0
Misconduct (Reason Unknown)	0.0	0.1	0.1	0.0
Unfitness (Reason Unknown)	0.0	0.0	0.0	0.0
Unsuitability (Reason Unknown)	0.3	0.4	0.3	0.2
Pattern of Minor Disciplinary Infractions	0.2	0.2	0.1	0.1
Commission of a Serious Offense	8.1	2.3	4.2	0.9
Failure to meet Minimum Qualification for Retention	0.1	0.1	0.2	0.1
Expeditious Discharge/Unsatisfactory Performance	0.2	0.9	0.1	0.4
Trainee Discharge/Entry Level Performance and Conduct	0.1	2.1	0.3	**4.1**
Failure to Participate (Applies to Reservists)	0.0	0.0	0.0	0.0
TRANSACTIONS	21.1	22.2	24.4	21.5
Recommended for Immediate Reenlistment	**21.1**	**22.2**	**24.4**	**21.5**

*Note: Reason for discharge based on Interservice Separation Code (ISC), as defined by the Department of Defense and the Military Services.
Source: Derived from a special database developed by DMDC

Table 10 shows the racial distribution of the offender and non-offender populations by their reasons for discharge. As seen here, approximately the same percentage of offenders were recommended for immediate reenlistment as the non-offenders for all racial categories. The exception occurs for personnel who were of a

racial background other than black or white. In this category, 31 percent of the offenders were recommended for immediate reenlistment, as compared with 35 percent of the Non-Offenders. A little more than 28 percent of the white, 25 percent of the black and 23.5 percent of other offenders were released from active service with a discharge that was not characterized as a failure to meet minimum behavioral of performance criteria. For example, 19.2 percent of the white offenders were discharged at the expiration of their term of service and 17.2 percent of blacks who had in-service criminal investigations were likewise allowed to serve to the end of their terms. Similarly, 15.9 percent of offenders that were of another racial background were released at the expiration of their terms of service. As a matter of fact, the Navy only discharged 67.9 (28.1 + 39.8) percent of the white offenders and 58.8 (24.7 + 34.1) percent of the black offenders who had committed an in-service criminal act. Additionally, a total of 55.7 (23.5 + 32.2) percent of the offenders of other racial backgrounds were released during the same period.

These rates compare with 56.6 (37.6 + 19.0) percent of white non-offenders, 50.1 (29.2 + 20.9) percent of black non-offender, and 43.9 (30.0 + 13.9) percent of other non-offenders who were discharged sometime during or after their first enlistment. Approximately 19 percent of white non-offenders, 21 percent of black offenders, and 14 percent of other non-offenders had an ISC for failure to meet minimum behavioral and performance criteria. At the same time, 26.2 percent of

white, 21 percent of black, and 21.3 percent of the other non-offenders served until the expiration of their term of service.

As expected, the largest segment of separations for failure to meet minimum behavioral and performance criteria were due to drug offenses in both the offender and non-offender populations. This included nearly 12.4 percent of white offenders, compared with almost 4 percent of white non-offenders; 8 percent of black offenders, compared with 4.2 percent of black non-offenders; and finally, 8.5 percent of other offenders, compared with only 2.2 percent of the other non-offenders. Relatively large proportions of white, black, and other offenders were also discharged for discreditable incidences (7.1 percent of white, 8.6 black, and 5.9 percent of other) as well as for the "commission of a serious offense" (7.5 percent of white, 8.8 percent of black, and 6 percent of other). It should be further noted in Table 10 that the discharge rate for behavioral or performance failure was twice as high among white offenders (almost 40 percent) than among white non-offenders (19 percent); and more than twice as high among other offenders (32.2 percent) than for their non-offender counterparts (just under 14 percent).

Table 10. Interservice Separation Codes (ISCs) of Navy In-Service Offenders and Non-Offenders by Race

Reason for Separation*	White		Black		Other	
	Offenders	Non-Offenders	Offenders	Non-Offenders	Offenders	Non-Offenders
RELEASE FROM ACTIVE SERVICE	28.1	37.6	24.7	29.2	23.5	30.0
Expiration of Term of Service	19.2	26.2	17.2	21.0	15.9	21.3
Early Release - Insufficient Retainability	4.6	5.4	4.0	4.1	4.2	4.2
Early Release - In the National Interest	0.0	0.0	0.0	0.0	0.0	0.0
Early Release - OTHER (Including RIF/VSI/SSB)	4.3	6.0	3.4	4.1	3.4	4.5
FAILURE TO MEET MINIMUM BEHAVIORAL AND PERFORMANCE CRITERIA	39.8	19.0	34.1	20.9	32.2	13.9
Character or Behavior Disorder	1.2	2.9	0.6	1.7	0.6	1.8
Motivational Problems (Apathy)	0.0	0.1	0.0	0.1	0.0	0.1
Enuresis	0.0	0.0	0.0	0.0	0.0	0.0
Inaptitude	0.0	0.0	0.0	0.0	0.0	0.0
Alcoholism	0.8	0.8	0.3	0.3	1.0	0.5
Discreditable Incidences (Civilian or Military)	7.1	3.0	8.6	4.2	5.9	2.2
Shirking	0.0	0.0	0.0	0.0	0.0	0.0
Drugs	12.4	3.7	8.0	4.2	8.5	2.2
Financial Irresponsibility	0.0	0.0	0.0	0.0	0.0	0.0
Lack of Dependent Support	0.0	0.0	0.0	0.0	0.0	0.0
Unsanitary Habits	0.0	0.0	0.0	0.0	0.0	0.0
Civil Court Conviction	0.8	0.1	1.0	0.2	1.1	0.1
Security	0.0	0.0	0.0	0.0	0.0	0.0
Court Martial	1.5	0.4	1.3	0.2	1.8	0.3
Fraudulent Entry	0.7	1.2	0.6	2.0	0.8	1.0
AWOL, Desertion	0.0	0.0	0.0	0.1	0.0	0.0
Homosexuality	5.3	0.5	2.7	0.3	4.7	0.4
Sexual Perversion	0.0	0.0	0.0	0.0	0.2	0.0
Good of the Service (In Lieu of Court Martial)	1.5	0.4	1.2	0.5	0.8	0.4
Juvenile Offender	0.0	0.0	0.0	0.0	0.0	0.0
Misconduct (Reason Unknown)	0.1	0.1	0.0	0.0	0.0	0.0
Unfitness (Reason Unknown)	0.0	0.0	0.0	0.0	0.0	0.0
Unsuitability (Reason Unknown)	0.3	0.4	0.4	0.3	0.2	0.2
Pattern of Minor Disciplinary Infractions	0.2	0.2	0.1	0.2	0.0	0.1
Commission of a Serious Offense	7.5	2.1	8.8	2.7	6.0	1.6
Failure to meet Minimum Qualification for Retention	0.2	0.1	0.1	0.2	0.2	0.2
Expeditious Discharge/Unsatisfactory Performance	0.2	0.9	0.1	0.8	0.1	0.7
Trainee Discharge/Entry Level Performance and Conduct	0.2	2.3	0.2	2.9	0.1	2.1
Failure to Participate (Applies to Reservists) `	0.0	0.0	0.0	0.0	0.0	0.0
TRANSACTIONS	19.1	20.3	26.1	27.5	30.8	34.9
Recommended for Immediate Reenlistment	19.1	20.3	26.1	27.5	30.8	34.9

*Note: Reason for discharge based on Interservice Separation Code (ISC), as defined by the Department of Defense and the Military Services.
Source: Derived from a special database developed by DMDC.

E. ENTRANCE NATIONAL AGENCY CHECK (ENTNAC)

A check of FBI records is conducted for all new recruits and is accomplished as part of the Defense Entrance National Agency Check (ENTNAC). The ENTNAC is initiated at the end of the enlistment process by the Military Entrance Processing Command (MEPCOM). Recruit names and other information are provided to the Navy Criminal Investigative Service (NCIS) for all entrants, and the FBI conducts a

name search against its criminal records file. The NCIS also provides recruit fingerprint cards to the FBI to match cases correctly. Recruits who have an FBI record or admit to a serious arrest history have this unfavorable information indexed in their ENTNAC record. The index, however, does not distinguish as to whether the information was obtained through self-admission or FBI records.

Table 11 compares the proportion of offenders who receive a favorable ENTNAC at the time of entry into the Navy with their non-offender counterparts by gender. As seen here, the proportions of men and women who had favorable ENTNACs are roughly the same by the offender and non-offender categories.

Table 11. Percentage of Navy In-Service Offenders and Non-Offenders Who Had an Entrance National Agency Check (ENTNAC) by Gender

| Gender | Percentage of Completed ENTNACs | |
	Offender	Non-Offender
Male	85.6	83.9
Female	90.4	91.3
Total	86.1	84.8

Source: Derived from a special database developed by DMDC.

The data shown in Table 12 likewise reveal that ENTNACs occurred on a roughly equal basis for offenders and non-offenders by race as well as gender. As

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seen here, for example, just under 87 percent of offenders received an ENTNAC, compared with 85 percent of non-offenders.

Table 12. Percentage of Navy In-Service Offenders and Non-Offenders Who Had an Entrance National Agency Check (ENTNAC) by Race

Percentage of Completed ENTNACs		
RACE	Offender	Non-Offender
White	86.5	85.1
Black	85.2	84.3
Other	83.3	82.3

Source: Derived from a special database developed by DMDC.

F.   EXPANDED ENTRANCE NATIONAL AGENCY CHECK (EXPANDED ENTNAC)

Expanded ENTNACs are required for personnel who are being considered for occupations that will require security clearances of "secret" or higher. As shown in Table 13, a consistently larger percentage of the offender population had an expanded ENTNAC than did their non-offender counterparts. For example, the rate for female offenders was almost twice that of female non-offenders (3.9 percent versus 6.7 percent). This trend may indicate that personnel who attempt to enter occupations

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that require an expanded ENTNAC and fail are subsequently allowed to enter other

positions and may commit crimes.

Table 13. Percentage of Navy In-Service Offenders and Non-Offenders Who Had an
Expanded Entrance National Agency
Check (ENTNAC) by Gender

Percentage of Completed Expanded ENTNACs		
GENDER	Offender	Non-Offender
Male	11.5	8.9
Female	6.7	3.9
Total	11.0	8.3

Source: Derived from a special database developed by DMDC.

Table 14 shows that approximately 11 percent of offenders, regardless of race,

had an expanded ENTNAC. The non-offender population had a much lower

completion rate for each of the racial categories studied (between 6 percent and 8.5

percent).

Table 14. Percentage of Navy In-Service Offenders and Non-Offenders Who Had an
Expanded Entrance National Agency
Check (ENTNAC) by Race

| RACE | **Percentage of Completed Expanded ENTNACs** | |
	Offender	Non-Offender
White	11.0	8.5
Black	11.2	8.0
Other	11.0	6.3
Total	11.0	8.3

Source: Derived from a special database developed by DMDC

G.   MORAL WAIVERS

Applicants to the Navy are screened for their moral character as part of the recruiting process. Applicants who admit to having used drugs, committed certain traffic violations, having been convicted of a crime, or some other offenses are required to gain approval for enlistment through the moral waiver process. These waivers allow people with certain pre-service offenses to enter the Navy. It has been suggested that personnel who commit pre-service offenses are more likely than others to also commit in-service crimes. In contrast to educational and aptitude requirements for enlistment, research information is not widely available to support the use of standards for moral character for recruit selection and job assignment. Until recently, there has been little emphasis given to research that would improve the moral waiver process.

Table 15 shows that 28 percent of male offenders were granted a moral waiver for entry into the Navy. Approximately 14 percent of female offenders were also granted a moral waiver. These proportions are higher than for their non-offender counterparts: 22.6 percent of male non-offenders and 10 percent of female non-offenders. This suggests that offenders were somewhat more likely than non-offenders to have had moral problems prior to entry, although the system depends heavily on the self-admission of problems by an applicant for enlistment.

Table 15. Percentage of Navy In-Service Offenders and Non-Offenders Who Were
Required to Have a Waiver
by Gender

PERCENTAGE REQUIRING A WAIVER

	Male		Female		Total	
	Offender	Non-Offender	Offender	Non-Offender	Offender	Non-Offender
No Waiver Required	66.3	68.1	78.9	80.6	67.5	69.6
Moral Waiver Required	28.2	22.6	14.0	10.0	26.9	21.1
Other Waiver Required	5.5	9.3	7.1	9.4	5.7	9.3
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0

Source: Derived from a special database developed by DMDC.

Table 16 provides a breakdown of moral waivers by race for the offender and non-offender populations. Almost 31 percent of the white offender population, 17 percent of black offenders, and 22 percent of offenders with other racial backgrounds were required to have a moral waiver before entry into the Navy. The proportions of

non-offenders who were required to have a moral waiver were noticeably lower: about

23 percent for whites, 13 percent for blacks, and 14 percent for others.

Table 16. Percentage of Navy In-Service Offenders and Non-Offenders Who Were
required to Have a Waivers
by Race

	PERCENTAGE REQUIRING A WAIVER					
	White		Black		Other	
	Offender	Non-Offender	Offender	Non-Offender	Offender	Non-Offender
No Waiver Required	63.7	67.4	77.2	78.7	71.1	76.1
Moral Qualification	30.7	23.1	17.2	13.2	22.3	13.9
Other Waiver Required	5.6	9.5	5.6	8.0	6.6	10.0
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0

Source: Derived from a special database developed by DMDC

H.   IN-SERVICE OFFENSES

As previously noted, "offenders" in the database were identified through

information contained in the NCIS file on serious in-service criminal investigations.

This file included only closed investigations in which it was determined that a crime

actually occurred, the suspect(s) were identified, and criminal culpability was

established.   Further, the information was inclusive for investigations where naval

personnel were implicated as either subjects (perpetrators) or co-subjects

(accomplices) in the criminal acts.

As seen in Table 17, the largest percentage of crimes committed by men were of the general category against persons (42.1 percent), followed by crimes against property (24 percent). Women offenders, in contrast, were largely involved in sex crimes (30.5 percent), followed very closely by crimes against persons (29.4 percent).

Table 17. Percent Distribution of Navy In-Service Offenders by Offense Category and Gender

Percent with an In-Service Offense Record			
In-Service Offense Category	Male	Female	Total
Internal Security Investigations	0.2	0.2	0.2
Security Cases	1.0	1.6	1.1
Procurment Related Fraud	0.4	0.5	0.4
Non-Procurment Related Fraud	16.3	24.4	16.8
Crimes Against Property	24.0	13.8	23.0
Crimes Against Persons	42.1	29	41.2
Sex Crimes	16.0	30.5	17.3
TOTAL	100.0	100.0	100.0

Source: Derived from a special database developed by DMDC.

Tables 18 through 23 provide further detail on the nature of the in-service crime, using the major categories shown in Table 17. For example, Table 18 shows the seven sub-categories of criminal acts under "internal security investigations." As seen here, the very small percentage of offenders involved in such investigations (0.2 percent of men and women) were divided about equally between "criminal activism" and "special inquiry."

Table 18. Percent of Navy In-Service Offenders with NCIS Internal Security
Investigations by Category of Offense and Gender

Percent with an In-Service Offense Record			
In-Service Offense Category	Male	Female	Total
Internal Security Investigations	0.2	0.2	0.2
Criminal Activism	0.1	0.1	0.1
Espionage	0.0	0.0	0.0
Contact Reports	0.0	0.0	0.0
Continuing Interest	0.0	0.0	0.0
Sabotage	0.0	0.0	0.0
Information Requests	0.0	0.0	0.0
Special Inquiry	0.1	0.1	0.1

Source: Derived from a special database developed by DMDC.

Table 19 provides more detailed information on the precise nature of security

violations committed by both men and women. The largest percentage of security

violations for both men and women were the compromise of classified material,

including 0.7 percent for male offenders and 1.2 percent for their female

counterparts.

Table 19. Percent of Navy In-Service Offenders with NCIS Security Cases by
Category of Offense and Gender

Percent with an In-Service Offense Record			
In-Service Offense Category	Male	Female	Total
Security Cases	1.0	1.6	1.1
Technology Transfer	0.0	0.0	0.0
Loss of Classified Matter	0.1	0.1	0.1
CI Port Brief	0.0	0.0	0.0
Unauthorized Disclosure	0.1	0.1	0.1
Leakage	0.0	0.0	0.0
Compromise	0.7	1.2	0.8
Threat Assessment	0.0	0.0	0.0
OPSEC Support	0.0	0.0	0.0
Document Pace Activities	0.0	0.0	0.0
CI Studies	0.0	0.0	0.0
Terrorism	0.0	0.0	0.0
Special Inquiry	0.1	0.2	0.1

Source: Derived from a special database developed by DMDC

The category of "fraud" is divided in NCIS records as either procurement-related or non-procurement related. As shown in Table 20, a small fraction of the male offender population (0.4 percent) committed procurement-related fraud, and the largest portion of this type of fraud was bribery (0.2 percent). At the same time, just 0.5 percent of female offenders committed procurement-related fraud and, again, 0.2 percent of these cases involved bribery.

About 16 percent of male offenders committed fraudulent criminal acts that were non-procurement related. The largest share of these acts involved the forgery of government documents (4.5 percent) and pay and allowance fraud (4 percent). More

than 24 percent of female offenders committed non-procurement-related fraud, and one-third of these cases involved pay and allowances (8 percent). The second largest segment of non-procurement-related fraud cases among female offenders was connected with forgery of government documents.

Table 20. Percent of Navy In-Service Offenders with Procurement-
and Non-Procurement-related NCIS Fraud Investigations
by Category of Offense and Gender

In-Service Offense Category	Male	Female	Total
Procurment-Related Fraud	0.4	0.5	0.4
Antitrust	0.0	0.0	0.0
Conflict of Interest	0.1	0.2	0.1
Defective Pricing	0.0	0.0	0.0
Procurement	0.1	0.2	0.1
Bribery	0.2	0.1	0.2
Subcontractor Kickbacks	0.0	0.0	0.0
Cost Mischarging	0.0	0.0	0.0
Hazardous Waste	0.0	0.0	0.0
Product Substitution	0.0	0.0	0.0
Investigative Survey	0.0	0.0	0.0
Non-Procurment-Related Fraud	16.3	24.4	16.8
Credit Card Fraud	2.3	2.1	2.3
Pay and Allowances	4.0	8.0	4.3
Personnel Action	1.4	1.7	1.4
Dependency Assistance	0.5	0.4	0.5
Forgery(Personal)	1.4	2.8	1.5
Forgery(Government)	4.5	**6.2**	4.6
Computer Crime	0.0	0.0	0.0
Unauthorized Services	1.3	2.6	1.4
Champus Claims Violations	0.0	0.1	0.0
Worker Compensation	0.0	0.0	0.0
Special Inquiry	0.9	0.5	0.8

Source: Derived from a special database developed by DMDC.

Nearly one-quarter of all male offenders committed crimes against property. As shown in Table 21, the two largest subsets of this category among male offenders were larceny of government property (7.2 percent) and larceny of personal property (5.2 percent). Almost 4 percent of male offenders were also convicted of car theft (or larceny-non-government vehicle); and nearly 3 percent were engaged in burglary.

Crimes against property were committed by 13.8 percent of female offenders and, again, most of these crimes involved larceny of personal property (4.6 percent) or larceny of government property (4.1 percent).

Table 21. Percent of Navy In-Service Offenders with NCIS Crimes against Property by Category of Offense and Gender

Percent with an In-Service Offense Record			
In-Service Offense Category	Male	Female	Total
Crimes Against Property	24.0	13.8	23.0
Arson	0.8	0.2	0.7
Blackmarket	0.3	0.4	0.3
Counterfeiting	0.2	0.1	0.2
Postal	1.3	1.3	1.3
Customs	0.1	0.2	0.1
Burglary	2.6	1.1	2.4
Larceny-Ordinance	0.5	0.2	0.5
Larceny-Government	**7.2**	4.1	6.9
Larceny-Personal	**5.2**	4.6	5.1
Wrongful Destruction	1.4	0.4	1.4
Larceny-Non-Government Vehicle	3.9	0.9	3.6
Special Inquiry	0.5	0.3	0.5
Aggravated Mopery(TEST)	0.0	0.0	0.0

Source: Derived from a special database developed by DMDC.

Approximately 42 percent of all male offenders committed crimes against persons. This compares with 29 percent of female offenders who also committed such crimes (see Table 22). The largest subset of crimes against persons involved narcotics (29.1 percent for men and 19.8 percent for women) and assault (6.1 percent for men

and 3 percent for women). These two subsets, narcotics and assault, accounted for over 80 percent of all crimes against persons; and narcotics alone accounted for over two-thirds of such crimes.

Table 22. Percent of Navy In-Service Offenders with NCIS Crimes Against Persons
by Category of Offense and Gender

Percent with an In-Service Offense Record			
In-Service Offense Category	Male	Female	Total
Crimes Against Persons	42.1	29	41.2
Bomb Threat	0.5	0.3	0.5
Criminal Inquiry	0.3	0.0	0.3
Extortion	0.9	0.6	0.9
Fugitive	0.0	0.0	0.0
Assault	**6.1**	3.0	5.8
Death	0.6	0.7	0.6
Kidnapping	0.1	0.1	0.1
Child Abuse	1.0	2	1.2
Missing Person	0.0	0.0	0.0
Narcotics	**29.1**	**19.8**	28.3
Perjury	0.3	0.7	0.4
Robbery	1.1	0.1	1.0
Traffic Accident	0.1	0.0	0.1
Special Inquiry	2.0	1.7	2.0

Source: Derived from a special database developed by DMDC.

As shown in Table 23, women were relatively more likely than men to be involved in crimes of a sexual nature--with over 30 percent of female offenders and 16 percent of male offenders falling into this category. The largest subset of this crime for both men and women involved sodomy--including almost 29 percent of

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female offenders and 9 percent of male offenders. Sex crimes accounted for a total of more than 17 percent of the crimes investigated by the Naval Criminal Investigative Service over the 11-year period from fiscal years 1981 through 1991.

Table 23. Percent of Navy In-Service Offenders with NCIS Sex Crimes Investigations by Category of Offense and Gender

Percent with an In-Service Offense Record			
In-Service Offense Category	Male	Female	Total
Sex Crimes	16.0	30.5	17.3
Sex Abuse-Child	2.9	0.4	2.6
Indecent Assault	1.3	0.2	1.2
Rape	1.9	0.3	1.8
Sodomy	9.1	28.8	10.9
Special Inquiry	0.8	0.8	0.8

Source: Derived from a special database developed by DMDC.

V. SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

A. SUMMARY

Based on the total population of Navy personnel between fiscal years 1981 and 1991, offenders are more likely than non-offenders to be male and more likely to be black. In addition, offenders tend to have lower AFQT scores than non-offenders, regardless of gender or race. Enlisted personnel who commit in-service criminal acts are slightly less likely to be high school graduates than their non-offender counterparts (again, regardless of gender or race). Offenders are also more likely to be single with no dependents.

The assessment of in-service criminal activity revealed that, for the period studied, male personnel in the Navy were more likely than their female counterparts to commit crimes against property and against persons. At the same time, female personnel were relatively more likely to commit criminal acts of non-procurement-related fraud and were almost twice as likely as male offenders to commit crimes that were sexual in nature.

The results of this study show that there is disparity between the types of unsuitability discharges being granted and the types of criminal acts being committed. For example, 28.8 percent of the female offenders had criminal investigations for cases of sodomy, yet less than 0.1 percent were discharged for sexual perversion, and

only 10.7 percent received discharges for homosexuality. Further, the research indicates that Navy personnel who were required to obtain a moral waiver were just slightly more likely than those who did not have a waiver to be the subject of a criminal investigation.

B. CONCLUSIONS

Current enlistment screening methods do not appear to be effective in identifying future in-service offenders, as evidenced by the analysis of available ENTNAC and moral waiver information. The ENTNAC, once completed, is rarely used to remove a potential recruit from enlistment eligibility. It is more often employed to justify a request for moral waiver. Further, the data suggest that moral waivers, if requested, are seldom denied, raising some question regarding the entire moral waiver process.

Other measures that have been historically used as indicators of recruit quality and retention were validated by the results of this analysis. Recruits with lower AFQT scores and lower educational levels, as well as those who are single with no dependents tend to be more likely to commit in-service offenses than their counterparts who have higher AFQT scores, more education and a spouse or dependents.

C. RECOMMENDATIONS

The data available from DMDC and NCIS did not include all information on criminal activity within the service. Only offenses that were reportable to NCIS are included in the database; thus, all cases of Command Court Martial, detainment and arrest by Base Police, and cases adjudicated by civilian authority were not available. It is suspected that the offender file would have been much larger had these data been available. To incorporate all of this information, it is recommended that a standardized and centralized method of reporting be established that includes all possible sources. It would also be beneficial to have this system span all services, and thus facilitate better studies throughout the Department of Defense. The NCIS, the Army Central Investigations Department (CID), and the Air Forces Office of Special Investigations (OSI) could be the central agencies that gather and compile a joint database of criminal offenses.

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